

## National Partnership Action Agenda

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### National Partnership Action Agenda

The Brownfields National Partnership Action Agenda was announced on May 13, 1997, by the Clinton Administration. The Action Agenda focuses the efforts of over 20 governmental and non-governmental entities in the National Partnership to promote the Brownfields Initiative. Through partnership and the use of brownfields redevelopment tools, the Action Agenda more effectively links environmental protection, economic development, and community revitalization within the scope of the Brownfields Initiative. The Action Agenda is designed to promote more coordinated and comprehensive support of the Brownfields Initiative.

### The Action Agenda Approach

The Action Agenda consists of over 100 Partner commitments targeting cleanup and redevelopment activities. The Brownfields Action Agenda preamble states that, “the Action Agenda itself can be described as an outline of the many tools available during the different phases of the brownfields redevelopment process. Each item [or commitment] in the Agenda describes a specific action, who will take action, and the benefit of the action.”

The commitments to the National Partnership represent a variety of actions, such as drafting Memoranda of Understanding, job-training programs, information sharing, and others. However, despite varying approaches, the commitments are unified by the goal of promoting brownfields redevelopment. (A list of the individual commitments by agency/organization, as well as the implementation status, appears in Appendix A.)

### Action Agenda Accomplishments: Overall Successes

The accomplishments made over the two years clearly validate the Action Agenda as a key component leading to the success of the Brownfields Initiative. The Action Agenda’s efficacy in facilitating brownfields redevelopment is strong and continues to mature. EPA’s Brownfields Pilots report that more than 5,000 jobs have been created and over \$1.6 billion has been leveraged.

In order to provide a comprehensive look at progress to date and the overall impact of the Action Agenda, the individual commitments of the National Partners have been reviewed to assess progress. The following section presents the Action Agenda accomplishments of each National Partnership member, as well as the status of each commitment. The individual Partner discussions also provide background information on each Partner’s role in the National Partnership and list additional actions taken (i.e., actions going beyond the Partner’s commitments) to advance the Brownfields Initiative.

## Background

Americans for Indian Opportunity (AIO) is a national nonprofit advocacy organization that has worked with EPA since the inception of the agency. Established in 1970, AIO creates coalitions among tribes and between Indians and non-Indians to promote and institutionalize the government-to-government relationship between tribes and the Federal government, as well as State and local governments. AIO was instrumental in securing “Indian amendments” to many of the nation’s environmental statutes and in the development of EPA’s National Indian Policy, the first such policy statement adopted by any Federal agency. AIO serves as a catalyst for opportunities for Native peoples, while drawing on traditional tribal values. Headquartered on the Santa Ana Pueblo reservation in New Mexico, AIO addresses such issues as tribal governance systems, intergovernmental interaction, community service, and leadership training. AIO is active in the Brownfields Initiative in an effort to increase tribal awareness for the program and to promote tribal participation in the Brownfields Pilots program.

## Partnership Role

AIO serves as the primary source of outside information on the Brownfields program for Indian tribes throughout the lower 48 states and Alaska. In the early years of the partnership, AIO provided direct technical assistance to tribes seeking to participate in the Brownfields Pilot program.

## Commitment

## Status

- AIO will disseminate the results of research and other program information to Federally recognized tribes on brownfields and the Federal Pilot application process.**

Complete



In Progress

Incomplete

In an effort to complete its commitment to the Action Agenda, AIO has disseminated information to Federally recognized tribes through a variety of methods. Two mailings have been sent to the more than 500 tribes in the country, enclosing information on the Brownfields program and Pilot initiative, and an application brochure for Pilot funding. AIO has also attended many national Indian meetings of the National Tribal Environmental Council, the Annual National Tribal Leaders Meeting, and the Semi-Annual and Annual conferences of the National Congress of American Indians for the purpose of disseminating information on the Brownfields Pilot program to tribal leadership. At these meetings, AIO refers tribal representatives with potential Brownfields Pilot sites to their Regional EPA Brownfield coordinators and to AIO staff for follow-up in the application process.

In addition, AIO provides information through an “AIO Brownfields Initiative” page that is available on AIO’s web site at [www.indiannet.Indian.com/aio.html](http://www.indiannet.Indian.com/aio.html).

At the EPA National Brownfields Conferences in 1997 and 1998, AIO hosted an additional day of meeting discussions dedicated to tribal issues. Specific issues discussed during this additional session included tribal interests in brownfields, and ways in which the Brownfields Pilot program could be tailored to fit more appropriately the needs and concerns of tribal communities.

In the early years of the Partnership, AIO provided direct technical assistance to tribes by conducting application writing workshops, in conjunction with program and technical personnel from EPA. As a result of these workshops, four tribes were selected for funding for Brownfields Assessment Pilots: The Turtle Mountain Band of Chippewa Indians in North Dakota; the Comanche Indian Tribe of Oklahoma; the Seminole Tribe of Florida; and the Tohono O'odham Nation of Arizona. A fifth tribe, the Wichita Tribe of Oklahoma, was not selected for EPA funding, but attracted private foundation funding with the application developed at the AIO grant-writing workshop held in Denver on February 23-24, 1998.

Other Brownfields Pilot Grant recipients include the following: The Ely Shoshone Tribe in Nevada; the Hoopa Valley Tribe in California; the Navajo Nation in Arizona; the Pueblo in Acoma, New Mexico; the Puyallup Tribe in Tacoma, Washington; the Seneca Nation in New York; the Spirit Lake Nation in North Dakota; and the White Mountain Apache Tribe in Arizona.

Overall, AIO's research and technical assistance have been provided to Indian tribes and American Native villages from the Everglades to north of the Arctic Circle, and from the Eastern Seaboard to tribes located in Puget Sound and on the Pacific Coast.

#### **Technical Assistance Aids Tribes**

Since AIO began providing technical assistance, the number of tribes that have applied for brownfields funding has increased more than eightfold, and the number of tribes funded has increased more than 300%.

## **Additional Actions**

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### **✓ Research on Tribal Interest in Brownfields**

AIO continues to conduct research on the brownfields issues identified in Indian country. AIO's preliminary reports confirm that the range, extent, types, and public health threats from brownfields in tribal communities are as varied as those throughout the country. AIO continues to research means by which the Brownfields Pilot Assessment Program might be made more accessible to Indian tribal governments, and will make recommendations to EPA based on the results of this research. In addition, AIO continues to research ways in which tribal governments can be made more aware of the possibilities that the brownfields program affords Indian tribes for proactively addressing known or suspected public health threats and for restoring contaminated properties to productive use.

AIO's research and reports have already been useful to EPA in revamping the way in which the Brownfields Pilot Assessment Program is administered for tribal governments. AIO's research information is especially helpful in addressing the ways in which tribal applications are evaluated. EPA takes into consideration tribal and cultural values and does not evaluate applications from small tribes against those from large cities and municipal governments.

## **Accomplishment in Progress**

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The Turtle Mountain Band of Chippewa Indians in North Dakota, who received technical assistance from AIO, was awarded a Brownfields Pilot in July 1998. With approximately 18,000 Tribal members living near or on the reservation, and an unemployment rate of 57%, the Tribe is focusing its brownfields efforts on assessing an abandoned former State mental rehabilitation hospital bought by the Tribe in 1992. The Tribe wants to redevelop the site for a tourism office and a natural history park. It is estimated that this redevelopment effort will stimulate the local economy and supplant the 200 jobs lost when the rehabilitation hospital closed in 1985.

# Association of State and Territorial Solid Waste Management Officials

## Background

Incorporated in 1974, the Association of State and Territorial Solid Waste Management Officials' (ASTSWMO) mission is to enhance and promote effective State and Territorial waste management programs, and affect national waste management policies. ASTSWMO's membership consists solely of employees of State and Territorial agencies that address solid waste management issues.

ASTSWMO works to achieve its mission through a Program Steering Committee and seven subcommittees in the areas of hazardous waste, solid waste, Superfund (Comprehensive Environmental Response, Compensation, and Liability Act)/State Superfund, Federal facilities, waste programs pollution prevention, training and information exchange, and underground tanks. Each subcommittee maintains numerous workgroups that investigate specific areas of interest to ASTSWMO's members.

## Partnership Role

ASTSWMO is devoted to hazardous and solid waste management/remediation issues; the organization and its members have significant interest in brownfields-related issues. As such, ASTSWMO avidly investigates brownfields issues and promotes information sharing among its members.

## Commitment

## Status

- 1) **ASTSWMO will continue to provide information to State waste managers and hold forums on voluntary cleanup and brownfields issues.**

Complete



In Progress

Incomplete

Approximately five years ago, ASTSWMO formed a Voluntary Cleanup Task Force (Task Force) dedicated to helping States build infrastructures to address sites voluntarily. The vast majority of these sites are brownfields. The Task Force facilitates the dissemination of information on voluntary cleanup programs and brownfields issues to State waste managers. In May 1998, the Task Force published the *Compendium of State/Territorial Brownfields Program Funding Activities*, which details how States and Territories use funding from EPA for Brownfields programs. The Compendium is available to the public through ASTSWMO's web page.

In addition, this Task Force and EPA's Outreach and Special Projects staff sponsored a series of Brownfields Tax Incentive Roundtable conference calls. The purpose of the conference calls was to provide information regarding the implementation of the Tax Payer Relief Act of 1997 to State/Territorial managers. ASTSWMO disseminated to all 50 States and six Territories packets containing State/Territorial-specific census software and instructions. ASTSWMO also organized and participated in several sessions on Voluntary Cleanup Programs at the 1997 and 1998 National Brownfields Conferences.

- 2) **ASTSWMO will conduct a comprehensive analysis of State programs designed to identify, assess, cleanup, and redevelop brownfields, and define how to integrate State/Federal efforts.**

## Status

Complete



ASTSWMO completed this analysis and published a *Survey of State Brownfields Programs*.

The survey revealed that States and Territories are working to enhance cleanup at brownfields sites by directing attention to the mechanisms and needs required for effective remediation.

## Additional Actions

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### ✓ Voluntary Cleanup Workshop

In 1996 and 1998, ASTSWMO sponsored two national workshops for State Voluntary Cleanup Program managers.

### ✓ Federal Tax Credit Compendium

ASTSWMO has finalized compiling a compendium that addresses the use of the Federal Tax Credit for brownfields.

### ✓ Tax Incentive Check

In May 1999, ASTSWMO published a state-by-state analysis of the use of brownfields tax incentives.

### ✓ Guide to Voluntary Cleanup Program Evaluation

For States wanting to evaluate their Voluntary Cleanup Program, ASTSWMO plans to develop a “how-to” guide for States to use in self-evaluating their programs.

### ✓ Brownfields Conference Support

ASTSWMO served as a co-sponsor of the 1998 National Brownfields Conference and was a conference endorser in 1997.

## Accomplishment

Through information-sharing efforts, ASTSWMO has positively affected the Brownfields Initiative. This information-sharing occurs through numerous publications, workshops, conference calls, and informational sessions and has led to the development of new voluntary cleanup/brownfields programs. Six years ago, few States had such programs. However, today over 40 States have established voluntary cleanup/brownfields programs. A recent ASTSWMO survey found that in the last five years 33 States have been addressing over 29,000 sites. This increased activity is due, in part, to the work of the Association.



## Background

The U.S. Department of Agriculture (USDA) was founded in 1862 as the “people’s department.” Today, USDA’s mission is to enhance the quality of life for the American people by supporting the production of agriculture; ensuring a safe, affordable, nutritious, and accessible food supply; caring for agricultural, forest, and range lands; supporting the sound development of rural communities; providing farm and rural residents with economic opportunities; expanding global markets to include agricultural and forest products and services; and working to reduce hunger in America and throughout the world.

## Partnership Role

To promote Brownfields Pilots, some USDA field offices are working with Pilot, Empowerment Zones (EZs), and Enterprise Communities (ECs), providing educational programs and training for brownfields landscaping projects (*e.g.*, Master Gardeners, pesticide applicators, youth development workshops). USDA also has contacts in urban Showcase Communities to monitor the success of USDA projects.

## Commitment

## Status

### 1) USDA will distribute information and provide guidance to field offices and other partners on EPA Brownfields Pilots.

Complete



In support of this commitment, USDA forwards brownfields information to State and urban county directors, USDA field offices, and individuals in urban counties with brownfields sites in the area. This information alerts the directors to projects and funding at the community level. Four major project areas have proposals for funding: youth development, agriculture and natural resources, family and consumer linkage, and community development. Currently, USDA only shares information within the Department and with State and County offices. USDA is considering options for providing assistance outside the Department to the community.

In Progress

Incomplete

### 2) USDA will include brownfields in planning for forest land management, rural community economic revitalization, and State Strategic Development Plans.

## Status

Complete



USDA included into the rural EZ/EC regulations brownfields-related community strategic planning requirements relating to sustainability.

### 3) USDA will provide technical advice on urban and community forestry and water quality to pilot communities.

## Status

Incomplete



No work has been performed for this commitment.

### 4) USDA will conduct studies of bio-remediation technologies for use in Brownfields Pilots.

## Status

Incomplete



No work has been performed for this commitment.

- 5) USDA will revise existing policies and regulations to ensure brownfields cleanup and restoration can be part of development projects.**

EZ/EC regulations were revised on October 7, 1998 (7CFR Part 25.202) to include brownfields in strategic planning requirements.

**Status**

Complete



- 6) USDA will identify rural Empowerment Zone/Enterprise Communities (EZ/ECs) that contain Brownfields Pilots and coordinate Federal/State/Local redevelopment efforts.**

Although the USDA is undertaking a moderate degree of EZ/EC work, the Department only provides information and does not track progress related to EZ/ECs. Project coordination is conducted mainly in the field, on the State and local level.

**Status**

In Progress



- 7) USDA will award preference points to EZ/EC applications that include Brownfields Pilot sites and encourage EZ/ECs to attract businesses to do environmental cleanup.**

USDA considered brownfields during EZ/EC selections and will consider them during Round II reviews.

**Status**

In Progress



- 8) USDA will help develop, or strengthen, Urban Resources Partnership efforts in three brownfields communities, forging stronger linkages among economic development, blighted property, community initiatives, and natural resources.**

No work has been performed for this commitment.

**Status**

Incomplete



- 9) USDA will conduct studies on the economic impacts of revitalizing brownfields.**

No work has been performed for this commitment.

**Status**

Incomplete





# Department of Commerce Economic Development Administration

## Background

While the Economic Development Administration (EDA) was established under the Public Works and Economic Development Act of 1965 (42 U.S.C. 3121), EDA now operates pursuant to that Act, as amended by the Economic Development Administration Reform Act of 1998. This Act is also referred to as Public Law 105-393, which authorized EDA for five years. The purpose of EDA is to generate new jobs, help retain existing jobs, and stimulate industrial and commercial growth in economically distressed areas of the United States. EDA assistance is available to rural and urban areas experiencing high unemployment, low income, or other severe economic distress.

To fulfil its mission, EDA is guided by the basic principle that distressed communities must be empowered to develop and implement their own economic development and revitalization strategies. Based on these locally and regionally developed priorities, EDA partners with State and local governments, regional economic development districts, public and private nonprofit organizations, and Indian tribes. EDA helps distressed communities address problems not only associated with long-term economic distress, but also with sudden and severe economic dislocations, including recovering from the economic impacts of natural disasters, the closure of military installations and other Federal facilities, changing trade patterns, and the depletion of natural resources. Most brownfields projects fall under two of EDA's five basic program areas:

- The Public Works Development Facilities Program (water and sewer facilities primarily serving industry and commerce, access roads to industrial parks or sites, port improvements, and business incubator facilities).
- The Economic Adjustment Program (creation or expansion of strategically targeted business development and financing programs, including grants for revolving loan funds, infrastructure improvements, organizational development, and market or industry research and analysis). Military base closures illustrate projects that fall under the Economic Adjustment Program.

EDA's funding of brownfields projects has increased dramatically during the last few years since EDA has identified brownfields as a strategic priority, as shown.

Fiscal Year	Number of EDA Brownfields Projects	EDA Funding for Brownfields Projects
FY92-FY96	25	\$ 42,926,686
FY97	31	\$ 35,148,500
FY98	78	\$ 79,075,271
Total	134	\$157,150,457

## Partnership Role

EDA's role in the National Partnership is to empower distressed communities with brownfields to establish and implement their own economic development and revitalization strategies.

## Commitment

- 1) **DOC/Economic Development Administration (EDA) will coordinate with EPA in achieving an interagency agreement to establish a full-time Brownfields Coordinator.**

A Brownfields Coordinator was hired in May 1997. This position coordinates all EDA brownfields issues across its internal program staff and offices, and improves coordination with EPA staff and programs so that EDA has a uniform approach to brownfields. Among other things, the coordinator attends meetings, conferences, workshops, and is in frequent contact with EDA grantees and EPA Pilot recipients. The coordinator participated in the selection panels for the Revolving Loan Fund (RLF) and Clean Air/Brownfields Partnership Pilots.

## Status

Complete



In Progress

Incomplete

The EDA Brownfields Coordinator has worked with a number of the EPA Assessment Pilots, primarily acting as a liaison and an information source regarding economic development activities. Besides meeting frequently with Pilot representatives, the coordinator attends and makes presentations at conferences and workshops where informal meetings with many of the Pilot representatives are also held.

**2) DOC/EDA will update policies to promote identification and redevelopment of brownfields by State and local economic development planning agencies and organizations eligible for EDA assistance.**

**Status**

Complete



Brownfields redevelopment projects are addressed in all EDA program areas. The primary mechanism for EDA's involvement in brownfields proceeds through funding for its local projects. EDA's involvement increased through the establishment of brownfields as a strategic priority beginning in FY97 (see Commitment # 6). When issuing Notices of Funding Availability (NOFA), EDA now includes a preference for projects that include a brownfields element. A brownfields application will be given preference over those without brownfields components, assuming that all other criteria are being met (such as demonstration of high economic distress). EDA funds public and nonprofit entities. Funding decisions for individual projects are made at the regional level.

**3) DOC/EDA will provide technical assistance to EPA on the development of its Revolving Loan Funds at Brownfields Pilots.**

**Status**

Complete



EPA's BCRLF Pilot program is based on EDA's model and EDA has worked closely with EPA Headquarters staff to develop the administrative infrastructure to implement the Pilots. EDA assisted in the following:

- Developing selection criteria for the BCRLF Pilots;
- Participating in the applicant evaluation panels; and
- Developing BCRLF guidance documentation and manuals for the Pilots.

Although EDA is not planning any "hands-on" involvement (*i.e.*, technical assistance) with the EPA BCRLF Pilots, EDA regularly interacts with EPA officials to provide technical assistance on implementing these Pilots. EDA will continue to work with EPA Headquarters and Regional staff on the selection of additional BCRLF Pilots. In Spring 1999, EDA participated in an EPA workshop (with Headquarters and Regional staff) that focused on the implementation of these BCRLF Pilots. EDA also works with EPA to share information about cities that have both EDA and EPA BCRLF programs. Of EPA's 68 BCRLF Pilots, more than 10 were awarded to communities with prior or current EDA brownfields funding.

**4) DOC/EDA and EPA will update their MOU to coordinate brownfields project selection.**

**Status**

Complete



Although the existing MOU between EDA and EPA has not been updated, this commitment has effectively been completed through the development of two interagency agreements that (1) established EDA's Brownfields Coordinator position and (2) provided clarification of the existing MOU. Further update of the MOU is not currently being considered. EDA has been involved in EPA Pilot selection in numerous ways, including the following:

- Participation in the evaluation/selection panels for EPA's Assessment Demonstration Pilots (participated in all of the panels held in Washington DC and in many of the panels held in EPA regional offices);
- Participation in the evaluation/selection panels for the 16 interagency Showcase Communities;
- Participation in the development of selection criteria and in the evaluation/selection panels for EPA's RLF Pilots; and

- Participation in the development of selection criteria and the evaluation/selection panels for the joint Clean Air Pilots.

In addition, the EDA Brownfields Coordinator distributes information regarding new EPA Brownfields Pilots to all regional and local EDA staff.

## 5) DOC/EDA field staff will work with Brownfields Pilots to coordinate cleanup and redevelopment. **Status**

Complete



EDA has not conducted a specific analysis of assistance from EPA for brownfields projects. However, EDA grantees and EPA Pilots have similar objectives, and there has been some interaction between EPA Pilots and EDA regional staff. Of EPA's more than 300 assessment projects, more than 40 were awarded to communities with prior or current EDA brownfields funding. The City of Smithville, TX is one example where the community benefitted from partnership between EPA and EDA, as well as the Texas Natural Resource Conservation Commission's (TNRCC) Voluntary Cleanup Program (VCP).

## 6) DOC/EDA will identify Brownfields Pilots as EDA strategic priorities. **Status**

Complete



Beginning in FY97, EDA identified brownfields as a strategic priority for the projects it funds at the local level. This work is manifested through the NOFA process with preference given to applicants that have brownfields elements as part of their projects. EDA sets forth its strategic priorities on an annual basis. As part of this internal process, EDA's Assistant Secretary establishes policy strategies and priorities for the upcoming year and includes an internal review by the various EDA program offices. Each annual NOFA reflects the agency's strategic priorities.

## Success Story

**Federal and State Partner To Cleanup & Redevelop Texas Brownfields** EPA provided funding for a targeted brownfields assessment (TBA) of the abandoned Marhil Manufacturing property located just a half block from downtown Smithville, TX. The city worked closely with the state VCP to determine acceptable cleanup standards. The city combined its own funding with \$23,500 from EDA to develop a marketing plan for the property, purchasing it through tax foreclosure and leasing it to a small furniture manufacturer—creating at least seven new jobs. Additional EDA funds may be available to assist with additional improvements to the redeveloped brownfields.

## Additional Actions

### ✓ Clean Air/Brownfields Partnership Pilots

Along with EPA and the U.S. Conference of Mayors, EDA is jointly funding the Clean Air/Brownfields Partnership Pilots. EPA and EDA worked together in forming the criteria for the selection of these Pilots, and EDA is providing \$100,000 in funding for the three Pilots (Chicago, IL, Baltimore, MD, and Dallas, TX).

### ✓ Conference and Meeting Support

EDA provides support to the Brownfields Initiative by participating in interagency meetings, conducting EDA regional meetings, and participating in EPA-sponsored meetings, workshops, and conferences.

### ✓ Outreach Activities

EDA continues to perform outreach activities to build increased awareness of brownfields issues. It accomplishes this work by participating in other sustainable development projects (e.g., American Heritage Rivers, eco-industrial parks). For example, EDA has been one of several Federal and State agencies to contribute to the success of the eco-industrial park in the Town of Cape Charles, VA. EDA also provided \$1.5 million to help convert a former Dallas, TX landfill into an eco-industrial park.



EDA, along with USDA, provided almost \$800,000 to help fund infrastructure for the model park—selected by the President's Council on Sustainable Development as one of four prototype eco-industrial parks.



## ✓ Research Reports

EDA is producing internal research reports on brownfields issues that are distributed to its grantees. For instance, EDA used FY98 funding to assist the National Congress for Community Economic Development (NCCED) in completing a brownfields report in FY99. The report is available through the NCCED web site at <http://www.ncced.org/publications/projectmgt.htm>.

## Success Story

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One success is an enhanced relationship between Federal agencies. EDA now works more closely with other Federal partners, providing benefits at the Federal and local levels. Other successes include the following:

- Increased awareness of brownfields activities in the economic development community.
- Increased EDA participation in and funding of brownfields projects.

In FY98, EDA had 78 brownfields projects totaling about \$79 million; in FY97, there were 31 projects totaling about \$35 million. These figures contrast with funding for brownfields projects prior to the National Partnership—between FY92 and FY96 the cumulative number of projects was 25 and the total funding was about \$43 million.

EDA feels that the key to successful implementation of National Partnership commitments is responding to locally-driven needs, rather than having a Federal agency dictate those needs. In addition, EDA cites the greater awareness of brownfields (within EDA and nationally) as a critical element. Making brownfields a strategic priority for EDA has also been important.



## Department of Commerce/ National Oceanic and Atmospheric Administration

### Background

Founded on October 3, 1970, the National Oceanic and Atmospheric Administration (NOAA) is tasked with describing and predicting changes in the earth's environment and with facilitating the conservation and management of the Nation's coastal and marine resources. As part of this effort, NOAA participates in the Brownfields Initiative, focusing on the redevelopment of coastal brownfields properties and the protection and restoration of coastal resources.

NOAA's brownfields efforts incorporate work carried out in several offices: the Office of Response and Restoration's Coastal Protection and Restoration Division, the Office of Ocean and Coastal Resource Management (OCRM), and the Office of Sustainable Development and Intergovernmental Affairs. The Office of Sustainable Development and Intergovernmental Affairs acts as the coordinating body within NOAA, and as the primary liaison with EPA. NOAA participates on both the Steering Committee and Interagency Working Group. The following numbers in the table below reflect expenditures by NOAA and funds leveraged through State and local matching funds for brownfields-related projects.<sup>1</sup>

	Federal	State & Local (match)	Total
FY97	\$472,433	\$97,100	\$569,533
FY98	\$1,233,991	\$284,545	\$1,518,445
<b>TOTAL</b>	<b>\$1,706,424</b>	<b>\$381,645</b>	<b>\$2,087,978</b>

### Partnership Role

NOAA plays a role in three phases of the National Partnership Action Agenda. NOAA assists in 1) identifying, evaluating, and assessing brownfields in coastal areas; 2) providing funding to coastal states for brownfields redevelopment as part of waterfront revitalization efforts; and 3) providing technical assistance to State and local governments to give coastal decision-makers resources to facilitate the redevelopment of brownfields and documenting successful brownfields waterfront revitalization approaches.

### Commitment

### Status

#### 1) DOC/NOAA will assist in the identification, evaluation, and assessment of brownfields in coastal areas.

The Office of Response and Restoration's Coastal Protection and Restoration Division provides technical support to EPA and other lead hazardous waste cleanup agencies throughout the removal/remediation process to ensure that hazardous waste cleanups protect and restore NOAA trust resources. NOAA's Coastal Resource Coordinator (CRC) program is funded with Superfund money that is passed to NOAA through an interagency agreement with EPA. Because the CRC program receives the majority of its funding from EPA, its activities are primarily limited to Superfund sites and EPA priorities.

Complete



In Progress

Incomplete

<sup>1</sup> From responses provided by NOAA to GAO.

For example, the CRC program has been involved at two brownfields sites located in the East Palo Alto, CA brownfields area: a State-lead CERCLA (non-NPL) site and a RCRA site.

In FY97 and FY98, NOAA's CRC program attended various Brownfields Showcase Community kickoff meetings and have offered to assist communities in the identification, evaluation, and assessment of brownfields sites. The CRC program initiated four watershed mapping projects (Newark Bay, NJ; Christina River, DE; San Francisco Bay, CA; and Calcasieu Estuary, LA). The combined allocation for these four projects is \$80,000. All four projects, as well as FY99 projects (Puget Sound, WA; Willamette River, OR; San Francisco Bay, CA; and Sheboygan, WI) could be useful in evaluating and planning brownfields projects.

**2) DOC/NOAA and EPA will implement the Agencies' MOU to increase coordination to assess, cleanup, and redevelop brownfields in coastal and waterfront areas.**

**Status**  
Complete  
✓

NOAA and EPA have improved their cooperative working relationship as a result of the Brownfields MOU signed March 18, 1997. For example, in October 1997, NOAA facilitated the first NOAA/EPA Brownfields Regional Coordination meeting in the Great Lakes region to begin coordinating NOAA and EPA programs in the region.

**3) DOC/NOAA will provide funding to coastal States for brownfields redevelopment as part of waterfront revitalization efforts.**

**Status**  
Complete  
✓

The administration of the Coastal Zone Management Act (CZMA) is NOAA's primary method for fostering waterfront revitalization. The CZMA presents opportunities to stimulate economic development, protect and restore coastal resources, reuse brownfields, and enhance public access to the coast. Through its administration of CZMA, NOAA passes funds through to State coastal management programs to address State-identified coastal management issues.

**4) DOC/NOAA will explore policy on liability release by natural resource trustee agencies on potential brownfields sites.**

**Status**  
Complete  
✓

NOAA's General Counsel has conducted a preliminary exploration of the issue of liability release by natural resource trustees at brownfields sites. As NOAA is only one of several Federal natural resource trustee agencies, more discussions involving all of the relevant agencies are needed. [NOTE: These activities do not provide funding to coastal states and are covered in other commitments].

**5) DOC/NOAA will provide technical assistance to State and local governments to give coastal decision-makers resources to facilitate the redevelopment of brownfields.**

**Status**  
Complete  
✓

NOAA's Coastal Services Center developed a Coastal Tool Catalog that provides tools and techniques for community-based revitalization efforts and a Community Revitalization Education Program. In addition, operating through CZMA, NOAA provides resources and information to coastal communities regarding brownfields redevelopment.

**6) DOC/NOAA will document successful brownfields waterfront revitalization approaches.**

**Status**  
Complete  
✓

OCRM partnered with Environment Canada to complete a survey of the Great Lakes waterfront revitalization efforts. Entitled WATERWORKS, the survey received \$5,000 in

FY97 from NOAA. OCRM is also working with Sea Grant to complete a survey on non-metropolitan waterfront communities that have undertaken waterfront revitalization efforts (\$5,169 was allocated by NOAA in FY98 for this effort). Both surveys incorporate information on brownfields redevelopment.

## Additional Actions

### ✓ Revitalization Workshops

Beginning in FY97, NOAA sponsored a series of brownfields revitalization workshops for five of the 16 Brownfields Showcase Communities. These workshops began in Glen Cove, NY, in FY97 and FY98 and will continue in Baltimore, MD; Providence, RI; Stamford, CT; and East Palo Alto, CA in FY00. These workshops bring together brownfields stakeholders within the communities and identify technical assistance needs for brownfields redevelopment. Each workshop receives \$10,000 in NOAA funding.

With FY99 appropriations under the Clean Water Initiative, NOAA's CRC program has committed to use some funds to work on brownfields sites and work with EPA at brownfields pilot sites.

## Success Story

The Glen Cove, NY, Brownfields Showcase Community represents the successful synthesis of NOAA's brownfields-related activities. In 1998, the City of Glen Cove received a \$500,000 Brownfields Economic Development Initiative grant and \$6 million Section 108 loan guarantee to begin revitalization of the Glen Cove Creek waterfront. These funds were used for acquisition, rehabilitation, relocation, and site preparation. These coordination efforts, coupled with strong local leadership, has made Glen Cove a model small community working on waterfront revitalization and brownfields reuse. According to Glen Cove Mayor, Tom Souzzi, "Waterfront revitalization and economic development are the most important projects before the City of Glen Cove to reclaim the waterfront and increase the tax base."<sup>2</sup> NOAA is facilitating this revitalization through the New York Coastal Zone Management Program, which provided Glen Cove with over \$400,000 for the restoration of Mill Pond, improvements to waterfront recreational facilities, and the development of model criteria. In addition, the Office of Response and Restoration is providing assistance on site assessment and remediation on adjacent Superfund sites where coastal resources are impacted. Finally, Glen Cove received \$20,000 from the Office of Sustainable Development and Intergovernmental Affairs to hold a series of waterfront revitalization workshops that brought together Federal, State and local partners to buy into the community's vision for a revitalized waterfront and allowed the city to get commitments from all the brownfields partners. These coordination efforts, coupled with strong local leadership, has made Glen Cove a model small community dealing with waterfront revitalization and the reuse of brownfields.

EPA Former Acting Deputy Administrator  
Peter Robertson and Glen Cove Mayor  
Thomas Suozzi at the April 22, 1999, Glen  
Cove, NY, Showcase Community Meeting.



<sup>2</sup> O'Connel, J. "Conference on the Water." *Gold Coast Gazette*. (October 16, 1995). 24.



# Department of Defense

## Background

The U.S. Department of Defense (DoD), through its work in communities adversely affected by military base realignments and closures (BRAC), is experienced in economic readjustment activities. DoD's primary tools for its economic readjustment projects are the Defense Economic Adjustment program and the BRAC program. These programs govern DoD's efforts to close surplus military facilities and return them to local communities, assisting the community to remediate and redevelop sites. The Office of the Secretary of Defense coordinates DoD's brownfields efforts, operating through the Deputy Under Secretary of Defense (Installations)/Office of Economic Adjustment and the Assistant Deputy Under Secretary of Defense (Cleanup).

## Partnership Role

DoD is included in the Brownfields National Partnership primarily in an advisory capacity, lending its economic readjustment experience to the development and evolution of EPA's Brownfields Economic Readjustment Initiative.

## Commitment

- 1) DoD will coordinate economic adjustment initiatives in defense-impacted communities with brownfields redevelopment planning efforts.**

This commitment is designed to coordinate present DoD economic adjustment activities with community interest in brownfields redevelopment. Since both the DoD program for economic adjustment and the Brownfields Initiative share many of the same goals, it seemed possible that DoD could apply useful redevelopment information from its defense-related community work to brownfields projects. In reality, this approach has not been possible. The original \$200,000 Brownfields Pilot grants provided by EPA were designated for site assessments, and few communities receiving these EPA grants have also been impacted by a major DoD action.

## Status

Complete

In Progress

Incomplete



- 2) DoD will share its BRAC partnership, assessment, and cleanup tools with Brownfields Pilots.**

Commitment #2 is similar to DoD's Commitment #1 in that it takes advantage of DoD's experience in helping communities to develop reuse plans that remediate former military facilities. The reuse plans often include marketing strategies and other economic development tools that are integral components of any regional redevelopment program. However, given that few brownfields communities have also been impacted by a major BRAC action, limited opportunities exist to link defense community economic adjustment efforts to brownfields redevelopment.

## Status

Complete



- 3) DoD will resolve problems associated with the transfer of contaminated property between Federal agencies.**

The transfer of DoD excess property to another Federal agency is designed to facilitate the redevelopment of BRAC properties; agencies are able to reuse BRAC facilities rather than build new ones.

## Status

Complete



In April 1997, a Memorandum of Agreement was executed by and between DoD and those applicable Federal agencies to govern the responsibility between DoD and a sponsoring Federal agency for any contamination determined to be attributable to actions taken on the property prior to its transfer to a public benefit recipient. However, Federal agencies remain hesitant about acquiring contaminated DoD properties and their associated liability and expense. In March 1998, DoD also issued the "Management Guidance for the Defense Environmental Restoration Program," which includes guidance for managing the transfer of contaminated property to other Federal agencies.

**4) DoD will develop model guidelines to streamline the early transfer of Federal facilities.** **Status**

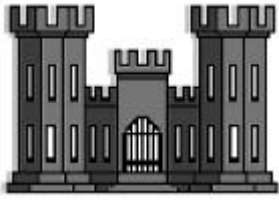
**Complete**

One of the primary obstacles for communities interested in redeveloping BRAC sites is the timely acquisition of the property deed, which often facilitates redevelopment financing. In an effort to accelerate this process, both EPA and DoD issued guidance designed to facilitate the early transfer of any Federal facility. EPA issued a guidance document regarding the early transfer of properties on the National Priorities List on June 16, 1998, and DoD issued a similar guidance regarding its non-NPL properties on April 24, 1998. Under the early transfer guidelines, three property transfer scenarios exist: (1) the contaminated property is transferred to the community but is still remediated by DoD; (2) the property is transferred to the community and the community performs the remediation with the agreement that DoD will reimburse the community for costs; and (3) the property is transferred and the community accepts all responsibility for site remediation and associated costs.

**5) DoD will develop policy options to encourage the reuse of brownfields on DoD BRAC property rather than the use of greenfields.** **Status**

**In Progress**

DoD is addressing this commitment through its economic adjustment program, which specifically focuses on the reuse of former military installations. The program and the redevelopment process was further clarified and documented in the revised DoD Base Reuse Implementation Manual in December 1997. The purpose of the program is to transfer these properties to the communities as expeditiously as possible to support community redevelopment efforts and to ease the economic impact from a major DoD action. Presently, DoD is overseeing 97 major BRAC projects.



# Department of Defense/ U.S. Army Corps of Engineers

## Background

Founded in 1779, the U.S. Army Corps of Engineers (USACE or Corps) provides comprehensive engineering, management, and technical support to the Department of Defense, other agencies, and to State and local governments. Unlike many other government entities, USACE is not a mission-funded organization that receives appropriations from Congress for general activities in support of an agency's mission. As a non-mission-funded organization, the costs for USACE projects must either be covered on a reimbursable basis or must fall under one of several pre-existing program authorities.

Lacking a mission-funded budget, USACE was unable to commit funds to the partnership. Rather, USACE commitments to the National Partnership Action Agenda represent an inventory of planning and engineering services that USACE is able to offer Brownfields projects. In addition, USACE has developed a large brownfields team that includes points of contact for the brownfields communities. This team is charged with fielding questions and project requests involving brownfields redevelopment.

## Partnership Role

At the request of brownfields communities, USACE provides planning and technical assistance for brownfields redevelopment projects that require engineering services.

## Commitment

- 1) DoD/USACE—in cooperation with States—will prepare comprehensive plans for environmental restoration of water resources at Brownfields Pilots.**

USACE assists with restoration of brownfields water resources when Brownfields Pilots request assistance under USACE authorities. Having expertise in site assessment, site remediation, site redevelopment, and sustainable reuse, USACE has prepared comprehensive environmental restoration plans for a variety of communities. USACE project plans are comprehensive because they incorporate flood control, parks, landscaping, greenspaces, and urban revitalization. Recent examples of such projects can be found in Louisville, KY; St. Paul, MN; Providence, RI; Camden, NJ; Trenton, NJ; Poincianna, FL; Chicago, IL; Santa Barbara County, CA; Emeryville, CA; Glen Cove, NY; Kansas City, MO; and Salt Lake City, UT.

## Status

Complete



In Progress

Incomplete

- 2) DoD/USACE will review and revise internal Civil Works policies and guidance so as to support brownfields cleanup and restoration.**

In 1999, Congress enhanced the Civil Works authorities USACE may use to support brownfields initiatives. In an effort to facilitate its support of brownfields cleanup and restoration, USACE revised Civil Works policies to state that the Corps can now share assessment and cleanup costs with interested cities. USACE is exploring innovative funding for site cleanup/development.

## Status

Complete



- 3) DoD/USACE will review the inventory of Formerly Used Defense Sites (FUDS) and make inventory information available to Brownfields Pilots.**

USACE is in the process of completing Commitment #3, which was designed to encourage information sharing between USACE and brownfields sites regarding FUDS. The majority of

## Status

In Progress



FUDS have been “turned over” numerous times and are presently privately held. As a result, few FUDS are available to brownfields communities for redevelopment. However, the former Kincheloe Air Force Base exemplifies the opportunity for brownfields redevelopment at FUDS. The base was closed in 1977 and ownership was transferred from DoD to Chippewa County, MI, without an environmental assessment or remediation. USACE has supported the cleanup of five Chippewa county municipal water wells and has conducted over 40 Phase I assessments. In June 1996, EPA provided Chippewa County/Kinross Township with a \$200,000 seed grant for the county/township joint project to clean up Kincheloe Air Force Base and to encourage business redevelopment of the 3,850-acre parcel.

**4) DoD/USACE will provide planning assistance to Pilot communities.**

**Status**

USACE provides ongoing project planning assistance through its statutory authorities.

Interested parties must write USACE District offices and ask for assistance. USACE staff then contact state and divisional staff to determine if the requested project fits funding priorities. For example, in FY98-99, the USACE Kansas City District received \$140,000 in seed money from EPA to provide technical assistance to the bi-state Kansas City Brownfields Pilot and Showcase Community. This assistance facilitated the initiation of several projects that have made significant progress in FY99, and has the potential to leverage up to several million dollars of additional Federal funding for the Kansas City Showcase Pilot. The projects receiving USACE planning assistance include the Riverfront Development Project, the Riverfront Heritage Trail, the Blue River Area-wide Environmental Site Assessment, and personnel support. USACE has provided planning assistance to Dallas, TX; Seattle, WA; Portland, OR; Providence, RI; Glen Cove, NY; Poinciana, FL; New Orleans, LA; and many others.

Complete



**5) DoD/USACE laboratories will share their research and technology with Brownfields Pilots to expedite and improve local assessment and cleanup efforts.**

**Status**

USACE has shared innovative technologies with Brownfields Pilots and has saved time and money on site assessments at various cities around the country. Most of the information regarding assessment and cleanup efforts comes from USACE's Superfund cleanup work. Advanced technologies from USACE laboratories have been donated to perform exceptionally economical site assessments and sample analysis at Cowpens, SC, and Emeryville, CA.

Complete



**6) DoD/USACE will share its “area economic data” with Brownfields Pilots.**

**Status**

As part of past projects, USACE has developed an extensive base of “area economic data” that is now part of the public record. Brownfields Pilots can request copies of applicable information from USACE. All Pilots were made aware of the existence of this information as part of USACE's initial education campaign.

Complete



**7) DoD/USACE will share GIS and other data on Brownfields Pilots—within its project study areas—with Pilots.**

**Status**

USACE has shared its GIS data and models with brownfields projects at Providence, RI; Kansas City, MO; and Chicago, IL. USACE's GIS capabilities have the potential to demonstrate how proposed brownfields projects will impact the community and the environment through computer mapping and simulation.

Complete



**8) DoD/USACE will provide appraisal, title, and deed restriction services to Brownfields Pilots.**

**Status**

Appraisal, title, and deed restriction services are available to the Pilots at their request as part of the Corps' standard real estate operations.

Complete



**9) DoD/USACE will carry out projects for the protection, restoration, and creation of aquatic and ecologically related habitats in connection with the disposal of dredged materials at Brownfields Pilots.**

**Status**

Complete



USACE uses dredged materials for a variety of brownfields projects, including the protection and restoration of aquatic habitats and the remediation of contaminated sites.

USACE uses dredged material from New York City Harbor for capping landfills and other contaminated properties in New Jersey and other areas. Brownfields sites that have been or are in the process of being remediated with this dredged material include: the former Bayonne, NJ, landfill and the Public Service Electric & Gas Co. site; the Koppers Coke/Seaboard site, NJ; the Minish Park Development site, NJ; and the Hackensack Meadowlands Abandoned Landfill, NJ. USACE has also supported projects in San Francisco, CA and East St. Louis, MO.

**10) DoD/USACE will provide market impact studies and cost benefit analyses to Brownfields Pilots.**

**Status**

Complete



USACE has a vast library of market impact studies and cost benefit analyses from previous USACE projects. This information, which can prove invaluable to Brownfields Pilots as they complete the planning and assessment phases of their projects, is available upon request.

## Additional Actions

### ✓ Potential Reuse at FUSRAP sites

In October 1997, responsibility for execution of the Formerly Utilized Sites Remedial Action Program (FUSRAP) was transferred from the Department of Energy (DOE) to the Corps. At the time of transfer, 21 sites remained to be completed. Under a MOU between DOE and the Corps, DOE retains accountability for Federally-owned FUSRAP sites while the Corps completes cleanup at those sites, and becomes responsible for operation and maintenance for two years after remediation has been completed.

### ✓ Education Campaign

In support of the Brownfields Initiative, the Corps carried out a campaign to notify the Brownfields Pilots of USACE's capabilities. This effort included the publication and distribution of a handout entitled "Put the Corps to Work for You...Use Our Existing Authorities to Complement Your Brownfields Redevelopment." This handout details the existing USACE authorities that may be used for Brownfields redevelopment. The campaign was carried out through a coordinated effort between Headquarters, Division, and District offices. USACE can provide the services described in the above graphic to support Brownfields Pilots:<sup>1</sup>

Site Assessment	Site Development
• Site Characterization	• Financial Planning Review
• Habitat Assessment	• Closure Documentation
• Urban Planning	• Real Estate Appraisal and Acquisition
• Stakeholder Coordination	<b>Sustainable Reuse</b>
• Interagency Negotiation/Coordination	• Management Monitoring Systems that Emphasize Strong Community Involvement
Site Remediation	
• Creating/Enhancing Ecosystems in Harmony with the Built Environment	
• Ecosystem Design Options	
• Ecosystem Incremental Cost Analysis	
• Use of Innovative Technologies	
• Application of Construction Management	
• Regulatory Documentation	
• Public Involvement	

<sup>1</sup> U.S. Army Corps of Engineers, "Put the Corps to Work for You...Use Our Existing Authorities to Complement Your Brownfields Redevelopment."

## ✓ Project Work

In addition, USACE continues to work with brownfields communities on specific projects. This project work, which forms the core of USACE's brownfields involvement, is ongoing. Among these projects are support activities at Dallas, TX; Cowpens, SC; New Orleans, LA; Glen Cove, NY; East St. Louis, MO; St. Paul, MN; Baltimore, MD; and Lowell, MA.

## ✓ USACE Experts Are On Site

USACE experts work as the Federal Showcase Coordinators for Baltimore, MD; Kansas City, MO; and Eastward Ho!, FL. Technical experts work for Chicago, IL and St. Louis, MO. Seventeen USACE staff assist EPA with managing Brownfields Cleanup Revolving Loan Fund grants to recipient communities.

## Success Story

USACE routinely assists interested brownfields communities in planning and developing projects using USACE continuing authorities. Specific projects in Salt Lake City, UT, Buffalo, NY, and Kansas City, KS and MO, demonstrate the successful collaboration of USACE with brownfields communities. In Salt Lake City, USACE is assisting the city in "daylighting" a stream that runs through the Brownfields Pilot area. Daylighting is the process of exposing and regenerating a stream covered during former development activities.

The Kansas City Port Authority's Riverfront Development Project consists of a 145-acre site of land located on the south bank of the Missouri river, just to the east of downtown Kansas City, MO. The site had been home to the city's tow lot and construction debris dump. It had also been impacted by petroleum contamination. Yet, with the help of the USACE, the Port Authority has developed a 20-acre public park along the riverfront consisting of walking/biking trails, a landscaped mall, natural amphitheater, and a lighted esplanade built atop a USACE-constructed levee. Using the EPA-provided seed funding, USACE identified an ecosystem restoration opportunity under Section 1135 of the Water Resources Development Act, for the Riverfront part of the project. A design charrette was held on site at Riverfront West in May 1999, to develop a preliminary design concept for this Kansas City Riverfront Habitat Restoration Project. Nine thousand dollars in USACE money was obtained in June to complete a preliminary Restoration Plan document. If the project is approved, it will result in up to \$1 million in USACE design and construction funding for the project over the next two years.



## Background

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Created in 1867, the U.S. Department of Education (ED) was originally responsible for gathering and disseminating information on schools to promote the efficiency of educational systems. Reestablished in 1980 under the Department of Education Organization Act, the scope of ED's mission was expanded to include the enforcement of educational standards, improvement of schools, and regulation of grants and Federal loans for educational costs. ED's Office of Vocational and Adult Education, which includes the School-to-Work program, maintains the lead on ED's brownfields work through its dissemination of brownfields-related information throughout ED.

## Partnership Role

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ED was brought into the National Partnership in an effort to disseminate information about education resources at the local level, including K-12 school programs and other educational programs and institutions.

## Commitment

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- 1) ED will share information about brownfields redevelopment goals with State and local education programs, educational organizations, and institutions.**

ED has shared brownfields-related information with State and local entities through multiple methods. Announcements and presentations are made to senior officers within all ED offices at staff meetings. These senior staff then disseminate the information to their program staff. Such information includes specifics about the Brownfields program, the National Partnership, and announcements and information on the Showcase Communities. ED's Office of Intergovernmental and Interagency Affairs coordinates all regional work and assists in the dissemination of brownfields information.

### Status

Complete



In Progress

Incomplete

- 2) ED will encourage local partnerships at Brownfields Pilot communities which help to focus on educational needs in areas such as literacy, vocational and technical training, school-to-career experiences, out-of-school youth, and civic participation.**

Efforts related to this commitment rely on an interagency agreement with the EPA that is presently being discussed and planned at ED. ED anticipates that this agreement will formalize the relationship that exists between the two agencies.

### Status

In Progress



## Additional Actions

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### ✓ Information Sharing with Brownfields Stakeholders

In addition to its National Partnership commitments, ED has participated in Showcase Community meetings and has distributed information on its Office of Vocational and Adult Education programs, such as School-to-Work, at the 1998 National Brownfields Conference.



## Background

The U.S. Department of Energy (DOE), officially established in 1977, is a leading science and technology agency where research supports national energy, national security, and environmental quality. At DOE laboratories, scientists and engineers conduct breakthrough research in energy science and technology, high energy physics, superconductive materials, acceleration technologies, material sciences, and environmental sciences in support of DOE's mission. As part of the Department's stewardship of energy resources, DOE facilitates the cleanup of contaminated DOE sites. It is through these cleanup efforts that DOE is involved in the Brownfields Initiative, as DOE sites are often classified as brownfields. DOE has made environmental quality and health issues a number one priority for DOE facilities.

## Partnership Role

DOE supports the Brownfields Initiative by sharing information about its unique site remediation technology and reuse experience, and by providing funding for information sharing and exchange.

## Commitment

## Status

- 1) DOE will provide \$240,000 in funding to assist in the transfer of DOE characterization, cleanup, and other relevant technologies to brownfields.**

Complete



In Progress

Incomplete

Because of DOE's research efforts and experience with site characterization, cleanup, and technology, DOE can assist communities in the reuse of brownfields sites. In an effort to facilitate this process, DOE distributed \$240,000 among the program offices of its Office of Environmental Management. One of the offices that received funding was the Oak Ridge Operations Office (ORO) in Tennessee. Of ORO's three facilities, the Oak Ridge National Laboratory (ORNL) is responsible for a number of DOE's brownfields activities. In August 1997, \$35,000 was provided to ORNL to provide technical assistance to brownfields communities.

Since the initial funding to ORNL in August 1997, numerous activities related to the Brownfields Initiative, in general, and to technology transfer, specifically, have been conducted. In November 1997, ORNL and ORO provided information on environmental technologies at the First Annual Florida Brownfields Project Meeting in Clearwater, FL. In addition, ORO represented DOE in the Interagency Review of Brownfields Pilot Applications. The majority of ORO and ORNL's activities have been focused on brownfields in Prichard, AL. (See Success Story.)

- 2) DOE will provide initial funding of \$75,000 to local government organizations to sponsor a minimum of five peer exchange meetings on issues surrounding reuse of properties.**

## Status

Complete



The goal of the peer exchange program is to educate the local communities surrounding DOE facilities on environmental cleanup and economic diversification issues. DOE provided \$75,000 to the Energy Communities Alliance (ECA), a nonprofit organization of cities and counties that are impacted by DOE facilities or host them. The funding was used for property reuse and economic development, including environmental cleanup. In addition, ECA worked with the International City/County Management Association (ICMA) to conduct a series of peer exchanges that occurred in San Antonio, TX, in August 1997; Vancouver, Canada, in September 1997; Carlsbad, NM, in October 1997; and Hanford, WA, in January 1998. This peer exchange program is the most heavily attended of all ECA activities.

### 3) DOE will publish one or more additional papers on property reuse, and conduct three or more workshops and video conferences to share lessons learned. **Status**

Complete



In an effort to share lessons learned from DOE's site reuse initiatives, DOE's Office of Strategic Planning and Analysis published a paper (October 1998) on property reuse: Planning for the Future. The paper is intended for stakeholders who are affected by activities at DOE sites. This paper complements two previously published property reuse reports: Resourceful Reuse: A Guide to Planning Future Uses of Department of Energy Sites—Prospective Real Property Users, March 1996; and Resourceful Reuse: A Guide to Planning Future Uses of Department of Energy Sites—Program & Real Property Managers, March 1996. DOE also sponsored four video conferences: one in May 1997; two in August 1997; and one in September 1997. The video conferences reviewed efforts being made by DOE sites to divest themselves of unneeded property, as well as to identify impediments to more widespread reuse activity. The conferences were successful in sharing information and identifying lessons-learned for future reuse planning. In addition, an internal summary document was created that provided information to participants from the four conferences to use to enhance reuse programs.

## Accomplishment

**Active Partnership in Prichard, AL.:** The City of Prichard is a Regional Brownfields Pilot that has identified six brownfields sites comprising approximately 86 acres. Prichard has been identified as the most economically depressed city in the State, and as such has been designated an Empowerment Zone (EZ). DOE has made numerous efforts in rejuvenating the city, from enhancing local partnerships to providing technical assistance and funding. In 1997, ORO and ORNL participated in a series of meetings to discuss technology transfer issues for brownfields sites in Prichard. The meetings included representatives of Alabama A&M University, Alabama Department of Economic and Community Affairs, and the National Center for Environmental Decisionmaking Research, Tennessee. Subsequently, ORNL organized a workshop on environmental technology at ORNL for representatives from EPA Region 4, Alabama A&M University, and the Alabama Department of Economic and Community Affairs. ORNL participated in several activities with Region 4 and the City of Prichard, including: site inventory of brownfields; technical review of Prichard's Brownfields Showcase Community Proposal; and brownfields planning and resource identification. During FY98 and FY99, DOE provided \$40,000 to ORNL to support the development and implementation of a GIS-based Management Information System, including follow-up technical assistance to Alabama A&M University. ORNL also participated in meetings of Federal, State, and local officials and community representatives in Prichard during October 1998.

### 4) DOE will investigate beneficial reuse potential at one or more Formerly Utilized Site Remedial Action Program (FUSRAP) sites. **Status**

Complete



During fiscal year 1997, as part of the CERCLA provision to evaluate cleanup alternatives, the FUSRAP team investigated the possibility of converting FUSRAP sites into brownfields sites. This investigation concentrated on cleanup standards, beneficial reuses, and transfer of property back to communities. This commitment has since been transferred from DOE to the U.S. Department of Defense Army Corps of Engineers. DOE and the Corps signed an MOU in March 1999 regarding coordinated monitoring activities at these sites.

## Additional Actions

### ✓ Partnership with the National Institute for Environmental Renewal (NIER)

NIER is providing support to DOE's Office of Environmental Management under a cooperative agreement

with DOE. NIER provides targeted basic research and focused solution-oriented technology development. Activities include: stakeholder education on technology application to brownfields; stakeholder input on multi-site technology deployment; stakeholder input to site technology coordination groups; and technology deployment training.

### ✓ **Support for Redevelopment Research**

During FY97, DOE Office of Science and Technology provided \$276,000 in funding as part of its sponsorship of the Institute for Environmental Solutions. Activities included the use of a life-cycle systems approach to restore contaminated land to productive use and the establishment of a pathway for technology commercialization within land reuse activities.

### ✓ **Incorporation of Efficient Energy in Reuse Planning**

DOE's Office of Energy Efficiency and Renewable Energy (EERE) is also involved in the Brownfields Initiative. EERE's primary objective is to incorporate renewable and efficient energy into reuse efforts. For example, in Cape Charles, VA, DOE worked with the community to develop an eco/industrial park that will use energy more efficiently.

### ✓ **Participation in Oklahoma's Brownfields Voluntary Redevelopment Program**

DOE's petroleum research laboratory in Bartlesville, OK, became the State's first Brownfields Program participant. Testing and characterization of the 17-acre Bartlesville site will be coordinated between DOE's National Petroleum Technology Office and the State. Under State oversight, DOE's Bartlesville facility contractor will conduct the site-wide environmental effort, including a survey and analysis of oil and water wells to assess potential risks to the local area.

## **Success Story**

**Brownfields to "Brightfields" in Chicago, IL:** In August 1999, DOE announced the Brightfields initiative at its model site in Chicago. The approach brings pollution-free solar energy and high-tech solar manufacturing jobs to brownfields, addressing three of the nation's biggest challenges: urban revitalization, toxic waste cleanup, and climate change. The State of Illinois, City of Chicago, DOE, Spire Corporation, and Commonwealth Edison (ComEd) have partnered to transform the Sacramento Crushing site, a former construction and demolition debris recycler, to a state-of-the-art building of environmental design. The site, which will be home to a solar energy products manufacturer and Greencorps Chicago, the city's community gardening and job-training program, will include a greenhouse, rooftop solar panels, energy-efficient landscaping, and reuse of captured rainwater. The Chicago Department of the Environment and the American Institute of Architects Environment Committee have partnered in the design of the site. The City of Chicago used HUD's Economic Development Initiative and Section 108 loan guarantee funds to acquire and clean up the site. Spire Corporation will create 100 jobs in Chicago in manufacturing solar equipment and supporting industries when it opens its plant in July 2000. ComEd has agreed to purchase \$6 million worth of solar equipment to improve the reliability and efficiency of power generation/distribution in Chicago. The City will purchase an additional \$2 million worth of solar equipment to be installed in public buildings. According to Spire, the solar systems to be installed as a result of this effort will produce over 22 million kilowatts of power annually and spare the region almost 25 million pounds of carbon dioxide over the next five years.

# Department of Health and Human Services

## Background

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The U.S. Department of Health and Human Services (HHS) is the principal United States government agency for protecting the health of Americans. With over 300 programs, HHS focuses on a variety of issues including research, disease prevention, financial assistance, and health care for all individuals. As the largest grant giving agency in the Federal governments, HHS works closely with State and local government as well as private sector groups. HHS has multiple operating divisions focusing on public health services and human services. The various operating divisions and smaller institutions serve a variety of roles in meeting HHS's mission to protect health and serve those most in need of assistance. One of the operating divisions focusing on human services is the Administration for Children and Families. Within this division, the Office of Community Services (OCS) works in partnership with communities, states, and other agencies to provide human and economic development services and to conduct activities which assist persons in need.

## Partnership Role

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HHS lends its experience in public health to the Brownfields National Partnership, including job-training initiatives, child care, and assistance to low-income families and communities.

## Commitment

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### Status

Complete



- 1) HHS agencies will issue a concept paper on public health issues as they relate to Brownfields sites and redevelopment.

HHS's Environmental Justice subcommittee of the Environmental Health Policy Committee drafted a concept paper on public health issues. The initial draft was released at an Environmental Justice meeting in Kansas City in the Fall of 1997. The document, entitled *Brownfields and Public Health Initiative Strategy Paper*, was revised according to stakeholder feedback and re-released in the Spring of 1998.

In Progress

Incomplete

### Status

Incomplete



- 2) HHS/OCS will provide \$500,000 to community development corporations and community action agencies for restoration of the physical environment, economic revitalization, and job training activities at Brownfield sites.

No work was performed for this commitment.

### Status

Incomplete



- 3) HHS agencies will assess and respond to child care needs in relation to brownfields-related activities.

No work was performed for this commitment.

## Background

The Agency for Toxic Substances and Disease Registry (ATSDR) is an agency of the U.S. Department of Health and Human Services (HHS). ATSDR's mission is to reduce exposure and prevent adverse human health effects and the diminished quality of life that is associated with exposure to hazardous substances from waste sites, unplanned releases, and other sources of pollution present in the environment. Some ATSDR activities include public health assessments, applied research, emergency response, and education and training. ATSDR's brownfields work is coordinated through the Office of Urban Affairs, which provides leadership in the areas of environmental justice, brownfields, and minority health.

## Partnership Role

ATSDR contributes research and experience in public health and environmental exposure issues to brownfields stakeholders.

## Commitment

## Status

- 1) HHS/ATSDR and NACCHO will convene a series of public dialogues with local health officials to educate and discuss brownfields issues.**

Complete



In FY99, six cooperative agreements were signed with local health departments at Showcase Communities. Through these agreements, ATSDR provides technical assistance as well as tools to address the health of brownfields workers and communities. In FY00, ATSDR will strive to establish agreements with local public health departments at all 16 Showcase Communities.

In Progress

Incomplete

- 2) HHS/ATSDR and NACCHO will initiate and develop relationships with local public health contacts in every Pilot community.**

## Status

In Progress



ATSDR and the U.S. Environmental Protection Agency (EPA) have provided funding to six local public health departments in Showcase Communities. In March 1998, ATSDR hosted a workshop on brownfields public health issues. Participants included the local public health departments, representatives from the Showcase Community pilots, and members of the affected communities. By FY00, ATSDR anticipates working with public health departments in all 16 Showcase Communities. Further expansion is planned for FY01. Also, public health departments in other Brownfields Pilot communities are becoming increasingly involved. For example, the recently-awarded Columbia, MS, Pilot has a substantial health component.

- 3) HHS/ATSDR and NACCHO will train local health agencies on brownfields-related health issues in Pilot communities.**

## Status

Complete



The National Association of County and City Health Officials (NACCHO) developed a set of guidelines, "Guidelines in Community Revitalization," to discuss how to address health issues at brownfields sites. The document includes lessons learned, and evaluates successful actions that can be taken by the local health department of brownfields communities. The guidelines are currently under review by ATSDR and should be available to the public in 1999.

In addition, ATSDR hosted a conference in October 1998 in coordination with NACCHO, Rutgers University, and the United Church of Christ. The conference included a discussion of environmental justice issues at brownfields sites.

- 4) HHS/ATSDR will provide public health evaluations and consultations to address public health concerns in all EPA Brownfields Pilot communities, through cooperative agreements with State health departments.**

## Status

In Progress



ATSDR is developing an algorithm to assess public health threats at brownfields sites.

The algorithm is different from the currently developed model used for Superfund sites. Field tests on the algorithm are currently being conducted. When completed, the assessment model will aid in addressing public health concerns at all brownfields sites, typically with very site-specific public health issues.

## Additional Actions ---

### ✓ ATSDR Brownfields Strategy Report

In July 1999, ATSDR developed a strategy report outlining the Agency's brownfields-related goals and objectives. The strategies in the report not only build on ATSDR's present brownfields work, but also include additional activities, new partners, and lessons learned. The report's goals range from building local capacity for performing brownfields site safety assessments to improving community participation in decision-making. Ultimately, the strategies are designed to better integrate public health into brownfields redevelopment projects.

## Success Story ---

ATSDR's greatest success in implementing the National Partnership commitments has been its ability to encourage and solidify the involvement of local and State public health departments in brownfields activities. Subsequent to ATSDR's coordination efforts, local public health departments have undertaken additional activities, including the addition of staff. Three Showcase Communities have achieved successful cooperation between ATSDR and local health departments: Portland, OR; Baltimore, MD; and Lowell, MA. In addition, the arrangement with the local community at Columbia, MS, was an excellent example of the use of ATSDR developing and implementing strategies to ensure that redevelopment does not present environmental public health hazards to current and future community residents.



## Department of Health and Human Services/National Institute of Environmental Health Sciences

### Background

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The National Institute for Environmental Health Sciences (NIEHS) is part of the National Institutes of Health, one of eleven operating divisions of the U.S. Department of Health and Human Services (HHS). Its mission is to reduce human illness through investigation and understanding of health issues resulting from environmental causes. To accomplish this goal, NIEHS engages in activities such as community outreach, prevention and intervention efforts, research, and education.

NIEHS supports the Brownfields Initiative through its involvement with worker training, including the administration of the Superfund Worker Training program, and through research conducted by the Superfund Basic Research Program (SBRP). As part of NIEHS's experience, the Institute has established a network of contacts related to worker training, including alliances with various organizations. SBRP, established by the Superfund Amendments and Reauthorization Act of 1986 (SARA), is a university-based research program that provides funds to 18 programs at 70 institutions and universities. SARA mandates that the research program examine certain issues, including methods to address human health risks and basic physical and chemical methods to reduce toxicity. NIEHS applies its experience gained through these programs to the Brownfields Initiative.

### Partnership Role

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NIEHS provides leadership, experience, and support for job training and worker programs as well as scientific research related to brownfields sites.

### Commitment

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- 1) HHS/NIEHS will link its environmental justice grantees, EPA and NIEHS minority worker training grantees, and EPA, DOE, and NIEHS hazardous waste worker grantees with Brownfields Pilots to increase communication and collaboration.**

Using NIEHS's experience and knowledge of worker training programs, NIEHS created the Brownfields Worker Training Program as a new component to the existing NIEHS Minority Worker Training Program. NIEHS was awarded \$3 million in 1998 for program development through an interagency agreement with EPA. The program is intended to encourage environmental and economic restoration at brownfields sites through the provision of job-ready workers. After a stringent review process, four organizations were awarded grants for two years to establish Brownfields Minority Worker Training programs at 11 of the 16 Showcase Communities. The grantees are: Clark Atlanta University; DePaul University; Laborers-AGC Education and Training Fund; and United Brotherhood of Carpenters Health and Safety Fund. In 1999, NIEHS anticipates another award of \$3 million for the second year of the Brownfields Minority Worker Training Program.

Training provided through the program consists of a combination of hazardous waste cleanup and construction/apprenticeship training, which promotes employment during both the cleanup and reuse phases of brownfields redevelopment. Overall, the Brownfields Minority Worker Training Program benefits both the workers and the community: training and employment are provided for minority workers, while the Showcase Communities have access to a highly-trained employee pool. More information about the NIEHS Worker Training Programs can be found at [www.niehs.nih.gov/wetp/home.htm](http://www.niehs.nih.gov/wetp/home.htm).

### Status

Complete



In Progress

Incomplete

- 2) **HHS/NIEHS will increase communication and collaboration among Brownfields Pilots, seven minority worker training program grantees, 20 EPA worker training grantees, and the Environmental Justice Partnership to strengthen all four programs.**

**Status**

Complete



NIEHS has increased communication related to worker training by sharing experiences and lessons learned through publications and increased outreach. In April 1998, NIEHS published a report that provides an overview of brownfields issues as well as methods to address them. The report, "Brownfields: Hazmat Cleanup, but More," is available through the National Clearinghouse for Worker Safety & Health Training. NIEHS has also prepared fact sheets on each of its four Brownfields Minority Worker Training grantees.

- 3) **HHS/NIEHS will link its basic research programs on hazardous substances, exposure assessments, and remediation technologies to all pilot projects.**

**Status**

Complete



For this commitment, "basic research programs" refers to NIEHS's Superfund Basic Research Program (SBRP). SBRP is designed for Superfund-related issues such as hazardous substances, exposure assessments, and remediation technologies. While these same issues relate to brownfields sites, SBRP is not yet directly linked with brownfields sites or Pilots due to the limited scope of its mandated activities. However, two primary methods exist in which Brownfields Pilots can use the research program.

First, Brownfields Pilots may directly contact NIEHS or grantees of the program (*i.e.*, one of the 70 universities or institutions) for information relevant to a particular pilot. For example, for information on bioremediation, Pilot staff could contact one of the universities currently conducting research on bioremediation, or the closest SBRP program director for one of the 18 programs. Secondly, all program research information is available on NIEHS's website through which Brownfields Pilots can access the information.

When considering potential grantees, NIEHS prepares a Request for Applications (RFA), which delineates the particular programmatic aspects desired of ideal grantee candidates. The recently prepared RFA includes language designed to encourage grantee involvement in brownfields-related issues, including the call for "community-based intervention" and outreach programs. The RFA is available on the SBRP website ([www.niehs.nih.gov/sbrp/home.htm](http://www.niehs.nih.gov/sbrp/home.htm)).

## Success Story

Through the Brownfields Minority Worker Training Program, the DePaul consortium served over 60 students between September 1998 and May 1999. With programs in Chicago, IL, Kansas City, MO, and Baltimore, MD, a total of 69 students completed courses in the program and 52 of those students are currently employed.

**Chicago:** Of the 30 students trained in Chicago, 21 are employed at Roy F. Weston, Inc. Training included lead worker training and asbestos training, in June and August 1999 respectively. Roy F. Weston is also participating by providing internships for each student with environmental contractors working on brownfields sites.

**Kansas:** After participating in the Brownfields Worker Training Program, seven students formed a partnership and established their own business, known as the Brownfields Environmental Group, LLC. The Full Employment Council and ERA Environmental aided in this effort. The new company has already submitted a bid for their first local contract.

**Baltimore:** With only a few job opportunities available, six of the original thirteen participants went to work at Sparrows Point, a Bethlehem Steel Plant, in Maryland. One participant joined a small minority firm providing lead abatement services. Another participant is working for the Baltimore Environmental Justice Network and another is self-employed.



# Department of Housing and Urban Development

## Background

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The U.S. Department of Housing and Urban Development (HUD) was created as a Cabinet-level agency by the Department of Housing and Urban Development Act of 1965. The mission of HUD is to provide a decent, safe, and sanitary home and suitable living environment for every American by fighting for fair housing, increasing affordable housing and home ownership, reducing homelessness, promoting jobs and economic opportunity, empowering people and communities, and restoring the public trust.

HUD provides grant funds and economic development loan guarantees to help communities clean up and redevelop brownfields. HUD has four principal economic development programs that communities can use to clean up and revitalize contaminated sites: annual formula grants allocated to States and entitlement communities through the Community Development Block Grants (CDBG); low interest economic development loan guarantees available through the Section 108 Loan Guarantee program; and competitive grants through the Brownfields Economic Development Initiative (BEDI) and the Economic Development Initiative (EDI). Additionally, there are other housing and technical assistance programs available to assist communities with revitalization such as HOME Investment Partnership Program, Section 202 Supportive Housing for the Elderly, and University and College programs.

## Partnership Role

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As the Nation's housing and community development agency, HUD supports brownfields redevelopment and neighborhood revitalization through a multitude of programs such as CDBG, Section 108 loan guarantees, BEDI and EDI, and the Empowerment Zone/Enterprise Community (EZ/EC) Initiative.

## Commitment

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- 1) HUD will sponsor a policy round table to promote the accessibility of public and private sources of capital for brownfields cleanup and redevelopment.**

HUD completed the commitment in February 1998. The round table, facilitated by the Northeast Midwest Institute (NEMW) and sponsored by HUD, brought together private sector interests, local governments, and federal agencies to examine tools available for brownfields redevelopment. Topics addressed during the round table included private sector resources for redevelopment, financial sector lending for brownfields, environmental insurance, and the brownfields programs of HUD, EDA, and EPA. The NEMW Institute published a report containing a series of papers that explore key issues and opportunities associated with financing and cleanup of contaminated properties.

## Status

Complete



In Progress

Incomplete

- 2) HUD will review and revise Community Development Block Grants (CDBG) regulations to facilitate use for brownfields.**

In May 1998, HUD funded the National Association of Local Government Environmental Professionals (NALGEP) to evaluate the impact of current CDBG regulations on brownfields redevelopment and to provide the views of local government officials to HUD. NALGEP conducted a focus group with local government officials to offer recommendations for revising CDBG

## Status

In Progress



regulations to facilitate use for brownfields. These regulatory recommendations are currently under review at HUD. In October 1998, Congress stated that "For fiscal years 1998, 1999, and all fiscal years thereafter,

States and entitlement communities may use funds allocated under the community development block grants program under Title I of the Housing and Community Development Act of 1974 for environmental cleanup and economic development activities related to Brownfields projects in conjunction with the appropriate environmental regulatory agencies, as if such activities were eligible under section 105(a) of such Act." This statutory language clarifies that local governments may use CDBG funding for brownfields activities.

**3) HUD will earmark \$4 million from its lead-based paint hazard control grant program to respond to residential lead-based paint hazards on or near Brownfields Pilots.**

**Status**

Complete



HUD has provided \$8 million in lead-based paint hazard control grants to address residential lead-based paint hazards at Superfund sites. While the majority of this money was used for Superfund sites, the funding has been used successfully to address contamination at brownfields properties. The City of Boston, for example, received \$642,000 to address residential lead-based paint hazards on brownfields sites. Specifically, the money was used to clean up lead soil contamination on 56 brownfields properties for the development of affordable housing.

**4) HUD will fund a brownfields job training demonstration in a HUD priority economic redevelopment area.**

**Status**

In Progress



HUD's Youthbuild and Lead-based Paint programs provide local governments and nonprofit organizations with funding to conduct job training programs. Communities have used this funding for lead and asbestos abatement for residential properties. The Lead-based Paint Program has supported the redevelopment of brownfields.

**5) HUD will request \$25 million of Brownfields Economic Development Initiative funds annually for brownfields redevelopment.**

**Status**

Complete



In FY98, HUD received \$25 million in Brownfields Economic Development Initiative (BEDI) funds. HUD awarded the grants to 23 communities. The grants will leverage \$141 million in Section 108 loan guarantees and \$811 million in private and public investment for brownfields redevelopment. In FY99, HUD again received \$25 million in BEDI funds which the Department awarded to 21 communities. For FY00, the Department will have \$25 million in BEDI grants available for redevelopment. The FY98 and FY99 BEDI grants are listed on the next two pages.

**6) HUD will provide \$155 million in support of local brownfields cleanup and redevelopment activities through its CDBG, Economic Development Initiative, Housing, and EZ/EC programs (supporting \$165 million in Section 108 loan guarantees).**

**Status**

Complete



The commitment figure of \$155 million was based on estimates of funding use from CDBG, EDI, BEDI, and EZ/EC programs. The Department does not track local CDBG funds spent specifically on brownfields, and therefore, cannot identify the specific amount of funding local communities allocate to brownfields activities. HUD recently conducted a survey of 80 state and local CDBG recipients to learn how state and local governments use these funds on local brownfields issues. The study found that brownfields-related expenditures ranged from \$150,000 for part of a project to over \$5 million for an entire redevelopment project.

HUD conservatively estimates that at least \$100 million in CDBG funds are currently supporting brownfields activities in communities. HUD estimates that the \$100 million in CDBG funds, along with funding from other programs such as EZ funds, Section 202 Elderly Housing, and Homeownership Zones surpasses the \$155 million amount stated in the commitment.